

Community Character

Introduction

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Coconino County features a rich mosaic of cultures, communities, residents, and physical attributes. Residents and property owners have expressed considerable interest in conserving the diverse LANDSCAPE, maintaining COMMUNITY CHARACTER, and improving the aesthetics of their homes. These are important, not only for supporting the quality of life, but in promoting economic development, attracting visitors, and for protecting the environment and the CULTURAL RESOURCES. In addition, maintaining the RURAL CHARACTER is a core value of many residents in unincorporated communities.

This chapter describes the factors that combine to create community character in the County. It also discusses the ordinances, regulations, and other mechanisms that can help protect and enhance those community characteristics that are so strongly valued. In particular, the discussion focuses on the importance of incorporating INTEGRATED CONSERVATION DESIGN principles, minimizing light and noise pollution, and conserving scenic vistas, corridors, and viewsheds by ensuring that new developments are compatible with existing communities and the NATURAL ENVIRONMENT.

This Community Character chapter seeks to define, conserve, and enhance the quality of the places where we live, work, and enjoy our leisure time. The goals include protecting the unique characteristics of our communities and providing facilities and services that support community-based activities. The policies promote areas of concentrated activity in rural communities and improve the aesthetic character of the County's commercial, industrial, residential, and GATEWAY areas. They also conserve the County's historic, cultural, and architectural heritage; protect ecological landscapes; and enhance scenic vistas, viewsheds, and byways. Other policies encourage the coordination of land use planning, the sharing of resources, and the protection of traditional CULTURAL SITES through coordination between **tribal governments** and the County. Finally, this chapter contains policies that support the protection of quiet areas and dark skies minimizing noise and light pollution.

Community Design

Each community in the unincorporated areas of the County has distinct features that contribute to its physical character. Many of these features reflect common values for conserving rural character, appearance, natural resources, OPEN SPACE, recreation areas, scenic views, vegetation, architecture, development patterns, and RURAL ACTIVITY CENTERS. These features promote quality of life and economic well-being. Conserving them should not prohibit DEVELOPMENT; however, the County needs to consider them to ensure that new development fits the existing community fabric.

County residents have demonstrated a desire for well-designed communities through their plans and actions (*see Map of Communities at the end of the Chapter*). As of 2014, nine (9) communities had detailed AREA PLANS, of which four (4) have DESIGN REVIEW

OVERLAYS (DROs) that provide design guidelines for developments to integrate new commercial, industrial, multi-family, public, and semi-public development into the fabric of the existing community or into a desired future vision. Many communities have visions for growth that include enhanced design and building compatibility. Having design guidelines enhances a community's livability, image and pride. However, design guidelines should not be cost-prohibitive. As of 2014, the County has four (4) Area Plans with DRO provisions that require the PLANNING & ZONING COMMISSION to review development projects for compliance with the design guidelines specific to each Area Plan. Review criteria cover architectural style, building materials and colors, overall site design, signage, LANDSCAPING, and lighting. The DRO process allows the public to provide input on how to best incorporate structures into the community, starting from the initial stages of development. Communities with DROs (*see Area Plan Map at the end of the Chapter*) include Kachina Village, Mountaineer, Oak Creek Canyon, and Doney Park/Timberline/Fernwood Planning Areas.

Commercial development patterns vary not only according to the ordinances in effect at the time of development, but also to community needs, and existing and emerging business trends. For example, most commercial development in the Marble Canyon/Vermilion Cliffs area targets Grand Canyon visitors, and recreational users such as hikers, rafters, and fly-fishers. Many communities have unique characteristics that attract tourists or make them destination communities. Most commercial uses, whether tourist or neighborhood-oriented, want optimal visibility through signage or unique building features to attract business. However, this need should not detract from the SCENIC CORRIDORS, surrounding communities or natural features. For this reason, the County maintains development performance standards for commercial, industrial, multi-family residential, public and semipublic uses that address landscaping, signage, lighting, parking, setbacks, and screening. In the Area Plans that contain a DRO the guidelines are also applied to overall site design, architectural features, building materials, and colors.

For most of the County, the character of communities and neighborhoods is shaped by the way land is divided and then the underlying ZONING. In Coconino County, the character of residential developments varies significantly depending on how and when they were created. Areas developed as LOT SPLITS, for example, are often haphazard and lack a planned CIRCULATION SYSTEM and adequate infrastructure improvements. Likewise, because many SUBDIVISIONS created during the land speculation era of the 1960s and 1970s were poorly planned, they lack the necessary roadway and utility infrastructure. Moreover, market conditions determine the type of housing that residents' purchase; choices range from site-built single-family homes to manufactured homes and travel trailers.

Seasonally occupied residences or second homes and vacation rentals also influence community character. Area Plans encourage maintenance of the rural character of the County along with CLUSTER DEVELOPMENT and integrated conservation design.

Gateways are unique areas that deserve land use and special design considerations. Coconino County has two types: "gateway corridors" and "gateway communities" (*see Gateway Communities and Scenic Roads map at the end of the Chapter*). Gateway corridors include ARTERIAL ROADWAYS that provide access into an existing community, recreation area or park. These ~~roadways~~ **corridors** are often desirable for visitor-oriented commercial enterprises because they carry high volumes of traffic. Development projects proposed for the gateway

corridors should **discourage** strip commercial development and **restrict** excessive off-site and billboard signage.

Gateway communities include both commercial and residential developments adjacent to national parks, monuments, and recreation areas, as well as along highways leading to such areas. The nine (9) communities shown on the Gateway Map have the potential to be identified as a Gateway Community. As such, the communities can work to create performance standards through County ordinances that will shape their community to conserve those attributes most important for attracting visitors and protecting unique community characteristics. For example, the communities of Cameron and Valle both potentially serve as gateways to the Grand Canyon National Park. They might benefit by working with the County to ensure that going forward the County's land use policies, embodied in this *Comprehensive Plan* or Area Plans, support the protection of Hwy. 64 and Hwy. 89 as well as the surrounding lands in the area to help ensure that future development does not detract from natural scenic values or community character.

As a means to appropriately accommodate future growth and development, the County shall continue to coordinate with local residents in the preparation, adoption, and/or update of Area Plans that provide more specific policies and guidelines for individual communities and unique geographic areas.

Goal: Develop well-designed communities that promote rural character, conserve open space and natural resources while enhancing quality of life and economic vitality.

Policies:

1. At the request of communities and with priority for gateway communities, the County shall assist with the development of **revised and new Area Plans with DROs** to assure a logical arrangement of buildings, provide appropriate screening and landscaping, and maintain compatible building forms and materials.
2. To **conserve** rural character and **open space** ~~environmentally sensitive landscapes~~, the County encourages the use of **integrated** conservation design techniques such as ~~clustering~~ cluster development, ~~and the transfer of development rights~~, and conservation easements **or the purchase of development rights, and the transfer of development rights** for both residential and commercial development.
3. The County encourages ~~incorporating~~ sustainable building ~~design guidelines and provisions~~ for the use of alternative energy sources in construction and community design **guidelines standards**.
4. The County encourages private property maintenance and proactive enforcement of performance standards in both residential and commercial areas.
5. The County encourages developing residential areas in and around gateway communities to provide for residents and for employees of local enterprises.
6. ~~The County favors the use of environmentally sensitive design techniques.~~

6. As a means to appropriately accommodate future growth and development, the County shall continue to coordinate with local residents in the preparation, adoption, and/or update of Area Plans that provide more specific policies and guidelines for individual communities and unique geographic areas.
7. Development projects should be considered in relation to the existing scale and character of the surrounding area and benefits for the community and County.
8. Where feasible, the establishment of intensive land uses within existing communities should be compatible and integrated into the area through appropriate mitigation measures like buffering, density transitions, landscaping, or increased setbacks.
9. The County encourages the preservation of rare and significant natural and historic resources, unique community characteristics, and desirable land development patterns.
10. Public and semipublic uses shall be approved at locations convenient to the population being served provided that such locations are compatible with the desirable characteristics of surrounding neighborhoods.
11. Public input from individual neighborhoods and communities shall be considered in defining the existing and historical character of those areas.
12. Developers are encouraged to gather and integrate local public input ~~into the early~~ **in the process of developing the conceptual designs phase of** for their projects.

Rural Activity Centers

Rural activity centers are areas of concentrated activity where community services and circulation infrastructure often converge or where community services are located at major intersections of highly traveled transportation corridors. **Often these centers serve as gateways to communities and help define the character of surrounding neighborhoods.** Land uses in these centers are commercial, industrial, public, and semi-public; they vary depending on the characteristics and needs of the area. ~~Especially along major highways,~~ Clustering in one central location is preferred over strip development, **especially along major highways. Strip development is least preferred because it results in** ~~which creates~~ visual impacts, causes traffic congestion, and negatively impacts adjoining neighborhoods and rural character.

Because rural activity centers bring many uses together, their supporting infrastructure should promote MULTIMODAL or both motorized and non-motorized (pedestrian and bicycle) transportation opportunities. Circulation infrastructure must also be considered in the design of adjacent properties. Not only should these circulation patterns specify how sites will connect to the existing road network, but they should also address possible shared parking and/or driveway access points. This is an important public safety consideration, since the potential for conflicts between vehicles, bikes and pedestrians increases in congested areas.

As the more remote areas of the County are developed, common community gathering places becomes essential for group communication and activities. Activity centers that provide common neighborhood space, such as convenience stores, restaurants, small retail and post

offices, **and community parks** play a role in defining a community's character. Several subdivisions have included community activity centers in accordance with their development plans. In addition, it is common for facilities such as fire stations, churches, and schools to effectively serve a double function as local gathering places.

Other than the annual Coconino County Fair, few community activities draw residents to single events on a countywide level because our population is so dispersed. Most activities occur locally, fostering connections between community members and raising a community's SENSE OF PLACE and recognition of its distinct characteristics. Local organizations, recreational opportunities, appreciation of local natural and cultural resources, and activities such as holiday parades, local festivals, farmers' markets, roadside vendors and art or antique shows all promote a sense of community. Even in the most rural areas, they should be encouraged whenever possible.

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Goal: Support the development of concentrated commercial and community land uses that meet residents' needs.

Policies:

13. The concentration of commercial, public and semipublic uses in activity centers is desirable and encouraged by the County for the creation of a tight knit, well defined, highly useable area for surrounding residents.
14. Improvements to circulation infrastructure in rural activity centers shall reflect the scale and character of the surrounding neighborhoods and provide connectivity for motorized and non-motorized travel.
15. The County supports the development of neighborhood commercial uses, community facilities (including shared) and activities that promote and generate public interaction.
16. Community facilities and activities that promote a greater sense of place by enhancing community identity and local pride are supported.

Tribal Lands & Interests

Coconino County is unique because many indigenous peoples live here and maintain a strong connection to their heritage and land. These communities are precious resources. The County must work with tribal governments to explore mutually beneficial solutions to land use and development issues. Such cooperation and coordination is especially important for protecting mutual planning interests that might be affected by development, with regards to adjacency of lands, by either the sovereign nations and/or the County.

All or portions of six American Indian reservations; Navajo, Hopi, Havasupai, Hualapai, Kaibab-Paiute, and San Juan Southern Paiute, cover approximately 38.1 percent of the total land in Coconino County in 2014. American Indian tribes are sovereign nations with independent governments; each has a distinct cultural history and relationship with the land (*see Map of Tribal Nations at the end of the Chapter*).

Tribes own both Tribal Trust lands and FEE-SIMPLE LANDS (privately owned). Reservation lands are classified as tribal trust lands because the federal government holds them in trust for each tribal nation. As such, these lands must comply with certain federal regulations, such as those administered by the U.S. ENVIRONMENTAL PROTECTION AGENCY (EPA) or those related to the *Americans with Disabilities Act*, even though the tribe may have authority for enforcing them. Trust lands are not subject to County jurisdiction for planning and ZONING purposes. However, tribal ownership of fee-simple lands are regulated by the County under its planning policies and zoning regulations.

Within reservation boundaries, tribal land allotments can be granted to individual members or families for their personal use. Many tribes also own, private, fee-simple lands within the County. Like other landowners, tribes have the right to sell, give away, trade, lease, or dispose of these lands using any manner of legal conveyance.

The County recognizes that tribal governments must use their lands and resources to benefit their communities. Consequently, the County is committed to developing a cohesive, working relationship regarding planning and land use issues in a manner that is mutually beneficial. Tribal governments are like any other local municipality except that their structures vary. Local and tribal governments frequently share resources or work together to provide resources jointly. Maintaining infrastructure can be difficult because equipment and other resources are dispersed through the reservation's vast geographic landscape. In such cases, working with local entities who provide such services is beneficial. For example, the County is part of a joint Cooperative Agreement with the Navajo Nation and the BUREAU OF INDIAN AFFAIRS (BIA) for transferring solid waste and another for maintaining reservation roads. Maintenance and some improvements will receive increased funding due to the revenue from Prop 403, approved in 2014 by County voters, for up to 286 miles of Bureau of Indian Affairs roads on the Navajo Nation. The County can build on this type of cooperative effort to maintain mutually beneficial partnerships in the future.

Most American Indian tribes have significant cultural sites located within and outside the boundaries of their reservations. Some of these sites are considered ~~sacred~~ **cultural** sites because of their importance to a historical tribal event, a traditional event, or uses. There are also traditional areas important to the practice of ceremonial activities. Each tribal government has a Cultural Preservation Office to handle inquires and protection of these resources. Additionally, because there is federal legislation specific to traditional cultural resources, they are addressed separately from other archaeological resources. The *1978 American Indian Religious Freedom Act* protects and preserves the rights of American Indians to believe, express, and exercise their traditional religions; its provisions grant access to ~~sacred-sites~~ **cultural sites** on federal land and allow tribes to access ~~sacred-sites~~ **cultural sites** and traditional use areas on federal land. The *National Historic Preservation Act of 1966* includes provisions for **conserving** tribal historic resources as well as making traditional religious or cultural properties eligible for listing on the National Register of Historic Places. In 1996, President Clinton issued an *Executive Order on Indian Sacred Sites* (~~provide reference and hotlink~~), which recommends that federal land managers, to the extent practical, accommodate access to and ceremonial use of ~~sacred-sites~~ **cultural sites** and traditional use areas. In Coconino County, the U.S. Forest Service has established a Tribal Relations Specialist as a liaison to work with the tribes **and** individuals

regarding access and use of traditional cultural ~~areas~~ **sites** on the lands managed by the U.S. Forest Service.

This legislation described above pertains only to federal lands. The County does not have a cultural resource policy nor status as a CERTIFIED LOCAL GOVERNMENT (CLG) by the STATE HISTORIC PRESERVATION OFFICE (SHPO). However, the tribes consider many sites on non-federal lands within Coconino County to be culturally significant. Some of these sites, such as all of the areas in and around the San Francisco Peaks, are commonly recognized; other locations are held in confidence to protect them from desecration. The county does have a cultural resource policy for the Rogers Lake County Natural Area due to its protection under a conservation easement held by the Arizona State Parks Board. Future plans for protection of cultural resources may require the County to become a certified government through SHPO to ensure the proper protection of resources and use of cultural sites into the future. Becoming a Certified Local Government would enhance the county's ability to participate in coordinated efforts to support the protection of cultural resources while recognizing the rights of private property owners to use and development their lands. Efforts to develop a cultural resource policy for lands under County jurisdiction would include recognition of private property rights and the specific state and federal laws pertaining to a range of cultural resources and sites.

On private lands within the County there are few laws protecting cultural resources. However, should human remains, funerary objects, sacred ceremonial objects or objects of national or tribal patrimony be found during GROUND DISTURBANCE and development projects state statute (A.R.S. 41-844) requires that the landowner or project manager inform the Arizona State Museum. Additionally, any development project receiving federal funding or permits must comply with the *National American Graves Protection and Repatriation Act*. Due to the wealth of cultural resources within the County, that is found on both private and publically managed lands, future cooperative efforts and coordination between the County and other land managers, such as the federal agencies, American Indian Tribal Governments, the State Historic Preservation Office, and private landowners may ensure the proper care of cultural ~~objects~~ **resources** and access to ~~ceremonial~~ **cultural** sites for present and future generations.

Goal: Acknowledge the unique tribal government entities and promote coordination of land use planning efforts.

Policies:

17. The County encourages expanding cooperation **and communication** with tribal governments on all land use planning issues, development projects, and infrastructure development **and maintenance efforts**
18. The County supports preservation of tribal ~~sacred~~ **cultural** sites, ancient cultural sites and traditional cultural ~~use~~ areas and recognizes these resources as assets to our cultural heritage and history.
19. **The County will explore options that allow for expression and exercise of traditional cultural practices, including structures and ceremonies, on lands under County jurisdiction.**

Historic & Cultural Resources

Historic and cultural/archaeological sites are community resources that provide iconic features or historical context to the character of each community. These assets tell us how land was used historically and how cultures were able to sustain communities in an arid environment with varied climatic conditions. Archaeological resources record the history of ancient peoples; their languages, family structure, dress, shelter, food, transportation modes and routes, religious ceremonies, recreational pastimes, government organization, and social and economic organizations.

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As development continues, it becomes increasingly important to consider how to conserve our collective history and culture. HISTORIC PRESERVATION efforts such as inventorying the county's historic sites are crucial. Inventories leave us with a substantial record of the past detailing how humans interacted with the landscape and each other. Without such inventories, we lack an important tool to protect these resources and we risk their irreparable destruction. **Conserving** them not only increases opportunities for education and scientific research, but it also offers economic benefits due to the avid interest by the general public in these resources.

Most cultural inventories and preservation activities in Coconino County have been completed by land management agencies such as the U.S. FOREST SERVICE (USFS), the ARIZONA STATE LAND DEPARTMENT (ASLD), the BUREAU OF LAND MANAGEMENT (BLM), the NATIONAL PARK SERVICE (NPS), and the American Indian governments. A variety of legislation requires federal and state land managers to inventory and **conserve** archaeological and historical sites to the degree possible **including**: the *American Antiquities Act of 1906*, the *National Historic Preservation Act*, the *Archaeological Resources Protection Act*, the *NATIONAL ENVIRONMENTAL POLICY ACT (NEPA)*, and the *Indian American Graves Protection and Repatriation Act*. On the other hand, few preservation requirements have been established for private lands, either on the state or local level. Arizona passed laws in 1990 to protect human burials and associated grave goods (such as jewelry or pottery) on both state and private lands under ARS 41-844. When discoveries are made of human remains or burials estimated to be over 50 years old, the owner or project manager must notify the Director of the Arizona State Museum. Landowners must enter into an agreement to ensure the proper method for conserving or repatriating the remains and or artifacts founds at the site. Additionally, this law prohibits selling discovered or excavated objects.

The *National Historic Preservation Act* established the National Register of Historic Places, the nation's official listing of prehistoric and historic properties worthy of preservation. As of 2014, this register listed 157 properties and archaeological sites located in Coconino County, as well as 11 National Historic Landmarks historic districts, in Coconino County. Fifty (50) sites in Coconino County were listed under the *Arizona State Historic Preservation Act*, including portions of old Route 66, various archaeological sites, buildings, bridges and other structures, and historic districts. Still, many resources in unincorporated areas of the county have not been listed or even inventoried. Such resources reflect early settlements and historic land uses through buildings, sites, HISTORIC TRAILS, and roads.

Cities and Counties may apply to the State Historic Preservation Office (SHPO) for Certified Local Government (CLG) status, which makes them eligible for assistance and funding that they can use to create local preservation programs. In 2014, Coconino County had three (3) CLGs:

the City of Flagstaff, the City of Williams, and the City of Sedona. The County is not required to be a CLG to recognize historic structures or seek the protection of a property. However, becoming a CLG would facilitate more efficient communication between the County and residents and the State Historic Preservation Office (SHPO), the Arizona State Museum, federal archaeologists, and Indian Tribes. So far, the County's efforts to protect cultural resources took place in 2010 when the BOARD OF SUPERVISORS (BOS) adopted a *Rogers Lake Cultural Resource Policy* as part of the acquisition of State Trust land that has been incorporated into the *Resource Management Plan for the Rogers Lake County Natural Area*. Most preservation efforts are undertaken by individuals and small groups who focus on specific properties or local landmarks. The County should support private efforts whenever possible by sharing information, helping to coordinate activities, or making the most of existing resources. The establishment of an Historic Preservation Officer to manage a County CLG would enhance efforts to coordinate and promote effective efforts for the conservation of our collective cultural histories.

Goal: Protect the County's historic, cultural, and architectural heritage.

Policies:

20. The County encourages the preservation and celebration of cultural diversity and creativity as well as the protection of historic and archaeological resources.
21. The County supports the commemoration of local culture and heritage through the nomination of sites to the National Register of Historic Places, public art, local exhibitions, and signage to direct and inform residents and visitors about **historic** places and events.
22. The County supports the development of a county-wide agreement with the Arizona State Museum for protection of cultural resources.
- 23. The County seeks to explore Certified Local Government (CLG) status to enhance the protection of cultural and historic resources.**
- 24. The County supports compliance with the Native American Graves Repatriation and Protection Act and the Arizona State Burial Laws and Arizona Revised Statute 41-844.**
- 25. The County shall explore establishing a Historic Preservation Officer position to increase coordination between the County, federal agencies and the tribal governments for cultural and historic resource awareness and protection.**

Heritage Areas & Landscape Preservation

Several of the county's unique HERITAGE AREAS and vast, uninterrupted landscapes have significant cultural and environmental resources that deserve conservation (*see Map of Heritage Areas at the end of the Chapter*). Heritage areas include natural features, CULTURAL LANDSCAPES, cultural monuments, or historic trail systems; they may also reflect historic land use patterns. Coconino County is home to one of this nation's (18) World Heritage Sites, Grand

Canyon National Park, designated by the World Heritage Committee of the UNITED NATIONS EDUCATIONAL, SCIENTIFIC & CULTURAL ORGANIZATION (UNESCO). The County also contains congressionally designated National Heritage Areas or Corridors that are not national parks but nevertheless are of significant cultural, natural, or recreational importance. Other areas that could warrant future listing at the state or local level include Marble Canyon/Vermilion Cliffs, Oak Creek Canyon, Mormon Lake, Stoneman Lake and Walnut Canyon.

Since 2003, CONSERVATION of open space was successfully accomplished with funding from the State's Growing Smarter Fund, the County's Parks and Open Space Tax, and City of Flagstaff bond monies resulting in the acquisition of nearly 5,000 acres of State Trust lands to become natural areas including: Rogers Lake County Natural Area, Pumphouse County Natural Area, Picture Canyon Natural Area, and Observatory Mesa Natural Area (*see Map of Natural Areas at end of this chapter*).

Goal: Conserve local heritage areas, cultural landscape, and unfragmented open space.

Policies:

26. Within heritage areas, the County favors development projects that protect and incorporate cultural and natural resources features of the site and surrounding area.

27. The County places a high priority on large landscape (open space) preservation especially when planning for new growth areas.

Scenic Vistas & Viewsheds

As a significant factor in a community's overall character, natural scenery can have dramatic effects on property values and tourist revenues. As communities develop, it becomes increasingly important to **conserve** the unique features that distinguish an area such as; its rock formations, mountain backdrops, forests, RIPARIAN AREAS, meadows, or expansive open spaces. To protect these resources, we need to understand how they are perceived by the surrounding communities. The first step in this process is identifying the resources, a step that requires public involvement. Tools that can help us achieve this goal include maps, field observations, surveys, and photographs (including aerial photographs). We can also compare past, present, and through simulation future environments. After identifying these resources, we can develop standards to maintain and enhance their scenic qualities.

The County needs to consider how proposed development in critical areas affects scenic vistas and viewsheds. Residents have expressed concerns about signage, hillside development, cell towers, wind turbines, utility lines, and the removal of native vegetation. The County is already addressing some of these concerns through ordinances such as the *Wireless Telecommunication Facilities Ordinance*, which provides guidelines for siting cellular towers and antennas. The County also prohibits new billboards or other off-premise signage, and it coordinates compatible signage through the *Design Review Overlay Ordinance* associated with the Area Plans for Fort

Valley, Kachina Village, Doney Park/Timberline/Fernwood and Oak Creek Canyon through the formal permit approval processes.

Likewise, overhead electrical power lines for transmission and distribution create visual clutter on the landscape. The County's *SUBDIVISION ORDINANCE* provides for regulation that requires all new subdivision development to have underground electrical facilities. Also, the County seeks to coordinate with electrical providers on the design and layout of transmission and substation facilities that may impact scenic corridors or unique features.

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Development proposed for ridgelines may offer scenic views but can negatively impact surrounding residential and NATURAL AREAS. This highly visible development presents architectural and grading constraints that can impact an area's aesthetic and ecological values. Poorly planned roads and driveways leave permanent scars and may cause EROSION problems. Structures built on steep slopes can appear massive and detract from the natural environment. Although, as of 2014, the County had no ordinance focusing on ridgeline or hillside development, the *Subdivision Ordinance* specifies requirements for buildable areas on steeply sloped lots, and the *Grading and Excavation Ordinance* addresses building sites and roadways. Sensitive architectural and site design techniques can help reduce the visual impact of hillside structures. These techniques include using "step-down" designs, limiting the height of stem walls or piers, incorporating windows or vegetation, and excavating along landform or natural contours to reduce scarring, erosion, and other physical hazards. However, the most significant safeguard that a hillside development ordinance can provide is incentive for not developing in these areas at all. The County seeks to explore options for developing a TRANSFER OF DEVELOPMENT RIGHTS (TDR) ordinance to offer a method for moving development rights from one property to another for conservation purposes. This type of incentive is only used with land owners on a willing, voluntary basis. Additionally, federal tax benefits may be available for landowners who donate all or part of their land or establish conservation easements to qualified land trusts for scenic and ecological conservation purposes.

Goal: Conserve and enhance the integrity of the County's scenic resources and unique features.

Policies:

28. Develop a systematic method to assess the unique qualities (natural, cultural, built environment) that is the foundation of an area's community character to ensure continuity when planning new land use and development projects.

29. The County supports the use of simulation technology and viewshed analysis when siting wireless communication facilities affecting scenic corridors and unique features.

30. The County favors the underground placement of utilities, wherever feasible and in coordination with Arizona Corporation Commission (ACC) guidelines, in all major developments and subdivisions and coordination with electrical energy providers when siting transmission and substation facilities in the county.

31. To reduce impacts on views from surrounding open space, recreation sites, and residential areas, structures and infrastructure shall be planned and built in a manner that minimizes visual impacts on important horizon and ridgelines.
32. The County supports the use of integrated conservation design techniques to reduce impacts on scenic vistas and environmentally sensitive lands by transferring development rights to less sensitive lands.
33. To maintain the county's unique natural beauty, the County supports the protection of undeveloped ridgelines and hillsides through the use of ~~sensitive design~~ **sustainable building** and development techniques.
34. The County encourages the preservation of natural vegetation and materials and revegetation with ~~indigenous plants~~ **native species** on sites disturbed by development projects.
35. The County supports the removal of nonconforming off-premise signage.

Scenic Corridors

In 1982, the state of Arizona enacted into law ARS 41-512 through ARS 41-518. These laws provide for the establishment of parkways, historic roads and scenic roads. The ARIZONA DEPARTMENT OF TRANSPORTATION (ADOT) is the agency responsible to implement these laws. Then with the passage of the *Intermodal Surface Transportation Act of 1991* the FEDERAL HIGHWAY ADMINISTRATION (FHWA) established programs that officially recognize routes containing intrinsic scenic or historic features. One such program is the *National Scenic Byway Program*. This program provides for the establishment of both All-American Roads and National Scenic Byways for highways with outstanding scenic, historic, recreational, cultural, archaeological, and/or natural qualities.

These programs promote the creation and preservation of scenic roads in this state in the following ways:

- Assisting applicants in preparing documents for the designation of scenic roads.
- Guiding the preparation of corridor management plans.
- Providing the current inventory of the scenic roads in this state.

Coconino County has benefited from these federal and state programs. They recognize and give special designation to roads and highways in some of the most spectacular scenery in the Southwest and provide direct access into and through many of these areas. As of 2014 Coconino County can celebrate the designation of many Scenic Highways and Historic Roads (*see listing below and Gateway Communities and Scenic Roads map at the end of the Chapter*).

Both the federal and state designations are meant to promote tourism by educating the traveling public about the road's outstanding natural, historic, and visual resources. Federal and state grant money is available for planning, enhancing, and promoting SCENIC BYWAYS. Before designating a roadway as scenic, the FHWA requires a Corridor Management Plan. In addition, the roadway must meet specific criteria. Likewise, the State of Arizona requires an evaluation report that must ultimately be approved by the Parkway, Historic, and Scenic Roads Advisory

Committee and the State Transportation Board. Because the designation process must be initiated on a local level, it demonstrates that a community values its surrounding landscape and its cultural and historic features.

Arizona Scenic Roads

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Dine Tah (Among the People): Navajo Route 12 and 64	Length: 100 miles
Fredonia-Vermillion Cliffs Scenic Road: US 89A	Length: 82 miles
Historic Route 66 All-American Road (Ash Fork to Lupton): B 40, US 89 and US 180, Flagstaff City Highway, Coconino County Highway	Length: 30 miles
Kaibab Plateau-North Rim National Scenic Byway: State Route 57	Length: 30 miles
Kayenta-Monument Valley Scenic Road: US 163	Length: 28 miles
Naat'tsis'aan-Navajo Mountain Scenic Road: State Route 98	Length: 66 miles
San Francisco Peaks Scenic Road: US 180	Length 31 miles:
Sedona-Oak Creek Canyon Scenic Road: State Route 89A	Length: 15 miles
Tse'nikani-Flat Mesa Rock Scenic Road: US 191	Length: 45 miles

Arizona Historic Roads

Williams to Grand Canyon to Cameron Highway: State Route 64 Begins: east of Williams @ MP 185.51; Ends: south of Cameron @ MP 295.83	Length: 110 miles
Jacob Lake to Grand Canyon Highway: State Route 67 Begins: Jacob Lake @ MP 579.36; Ends: Grand Canyon NP North Rim @ MP 610.26	Length: 31 miles
State Route 89A-Prescott to Flagstaff Highway Begins: junction SR 89 and SR 89A near Prescott @ MP 317.85 Ends: junction I 17 and SR 89A near Flagstaff @ MP 398.94	Length: 81 miles
Flagstaff to Cameron & Cameron to Bitter Springs Hwy: U.S. Route 89 Begins: junction US 66 @ MP 418.37 Ends: Bitter Springs @ MP 524.07	Length: 106 miles
Bitter Springs to Fredonia Highway: U.S. Route 89A Begins: Bitter Springs @ MP 524.07 Ends: Fredonia @ MP 613.03	Length: 87 miles

Goal: Protect, conserve, promote and enhance scenic corridors.

Policies:

36. With consideration for countywide issues and the determination of local community priority, the County encourages **corridor management planning for designated roadways and nominations of** new scenic corridors in coordination with state and federal agencies.

37. Development projects along existing scenic byways must demonstrate compatibility within the standards of the scenic byway designation.

38. County seeks to develop standards for viewshed protection adjacent to roads and highways with state or federal designations for scenic, cultural or historical significance.

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Dark Skies

Coconino County is home to some of the highest quality and most accessible night skies in the world. Our star-filled night vistas are recognized worldwide, as iconic of Arizona as the Grand Canyon and the Saguaro cactus.

County residents value star-filled night skies for their inspirational beauty. To ensure that our skies remain dark, the County and the City of Flagstaff have developed lighting ordinances that are among the most progressive in the United States. One of the principal goals of these ordinances is to cap the overall amount and limit stray light while allowing enough light for safety. Poorly designed lighting wastes energy and causes glare that decreases visibility and public safety. Coconino County and Flagstaff have achieved worldwide recognition for their innovative leadership in the protection of dark skies. In 2001, Flagstaff became the first “International Dark Sky City”. Since that time the county has taken a leadership role in developing lighting code regulations for the County’s *ZONING ORDINANCE*.

This premier natural resource has fostered substantial investment in professional astronomical observatories in the County, including Anderson Mesa **Station of Lowell Observatory**, the U.S Naval Observatory Flagstaff Station, and the Discovery Channel Telescope. This is especially significant because the number of quality astronomical sites in the United States is decreasing rapidly because of light POLLUTION. Coconino County is also home to artist James Turrell’s “natural observatory” at Roden Crater, a celebrated landscape scale perceptual light project that relies heavily on naturally dark night skies.

Goal: Preserve dark night skies.

Policies:

39. To preserve dark night skies, the County shall be a model of good “night-friendly” outdoor lighting practices, and likewise supports efforts **to** retrofit nonconforming and/or inappropriate lighting in a manner consistent with County lighting codes.

40. Property owners are encouraged to install only the level of outdoor lighting necessary for safety, security, and utility purposes while limiting light trespass onto neighboring properties.

41. Full shielding of all outdoor lighting, installation of low or high-pressure sodium or “narrow-spectrum” (AlInGaP) amber LED fixtures, and the use of other best available technologies shall be encouraged through the Lighting Ordinance.

42. Areas near existing professional observatories or other dark-sky preservation areas shall be developed with special consideration for the impacts that development may have on astronomical observing conditions.

43. The County shall continue to take a leadership role in the preservation of dark skies to support the economic and cultural benefits.

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Natural Quiet

Another desirable community characteristic is natural quiet. Protecting natural soundscapes is becoming a serious issue in many national parks, natural areas, and tourist areas. Air traffic over the Grand Canyon, for example, has dramatically altered the natural soundscape of the park, affecting visitors, local residents, and wildlife.

This issue is also important on a countywide level. On a daily basis, most residents are subjected to a wide variety of noise from roads, OFF-HIGHWAY VEHICLES (OHV), aircraft, railroads, commercial and industrial land uses, and neighborhoods. Residents have expressed interest in developing a noise ordinance that implements time guidelines and reasonableness standards. Noise should be considered when reviewing plans for new commercial and industrial developments, especially those located close to residential, open space, or recreation areas. Transportation noise can be mitigated using landscaped buffers or increased setbacks in residential areas adjoining major arterials, highways, and railways.

Goal: Preserve natural quiet and work to mitigate and reduce the effects of noise pollution.

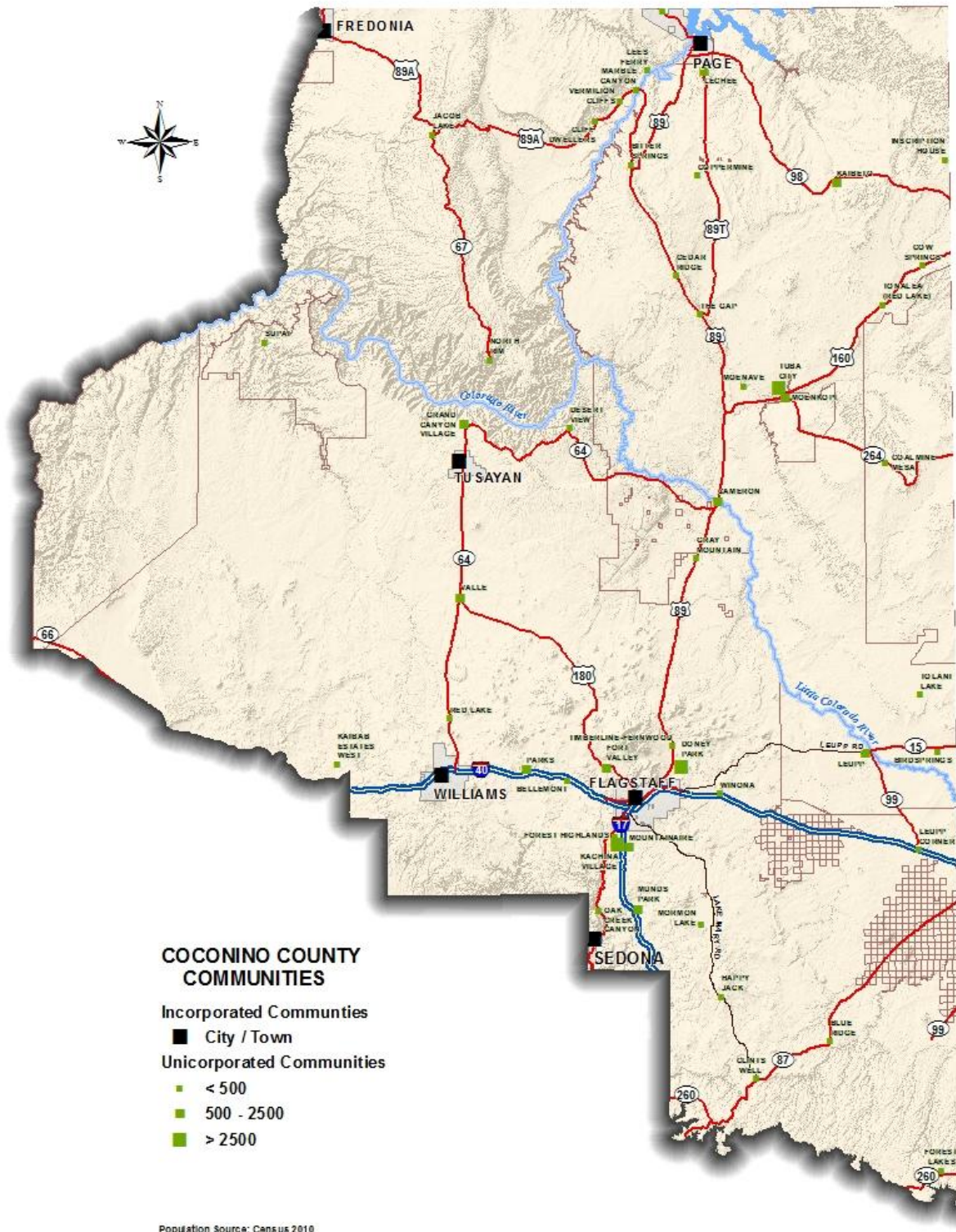
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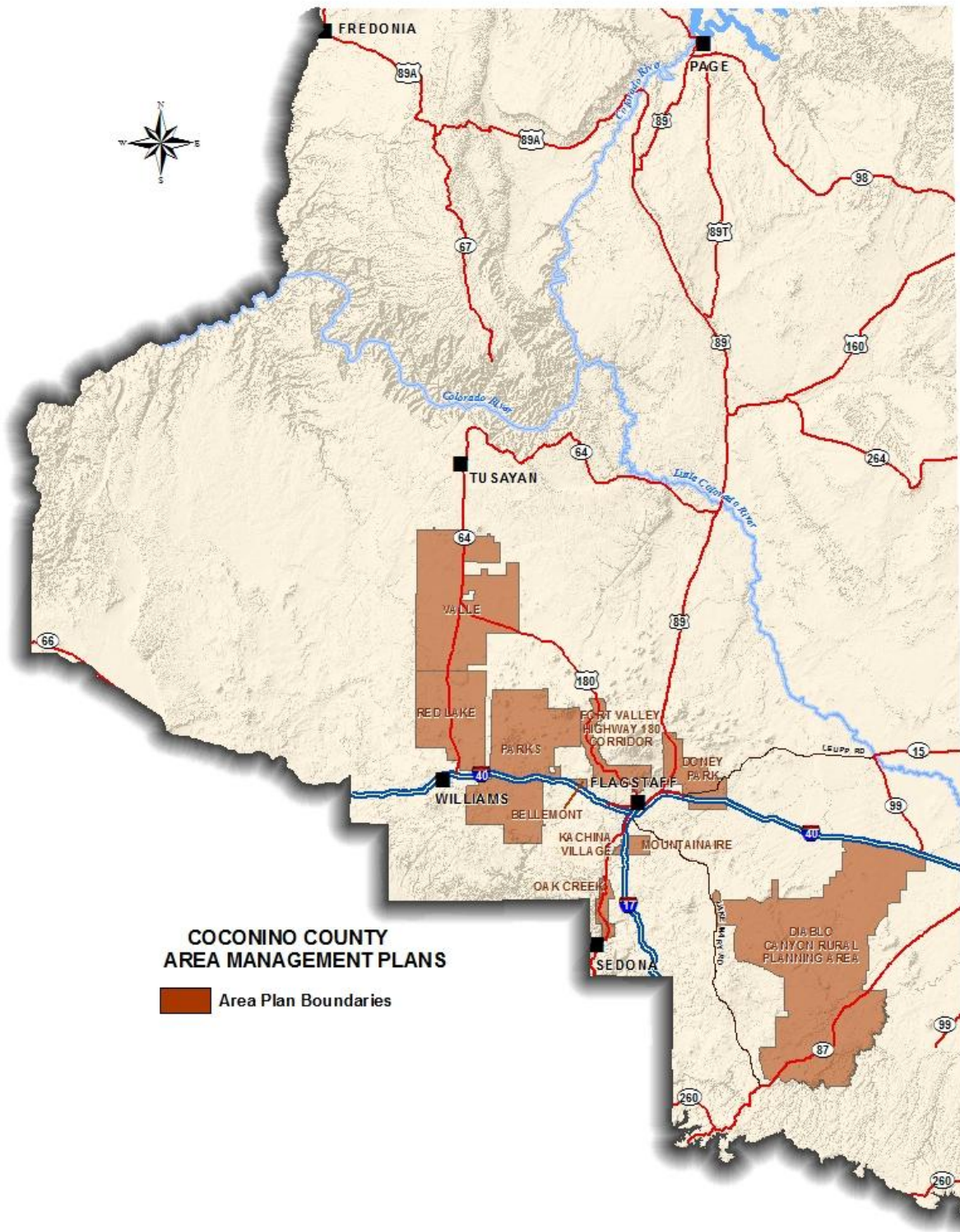
44. The impacts of noise generated by major commercial or industrial uses should be considered when reviewing development projects, especially when adjacent to residential and recreation areas.

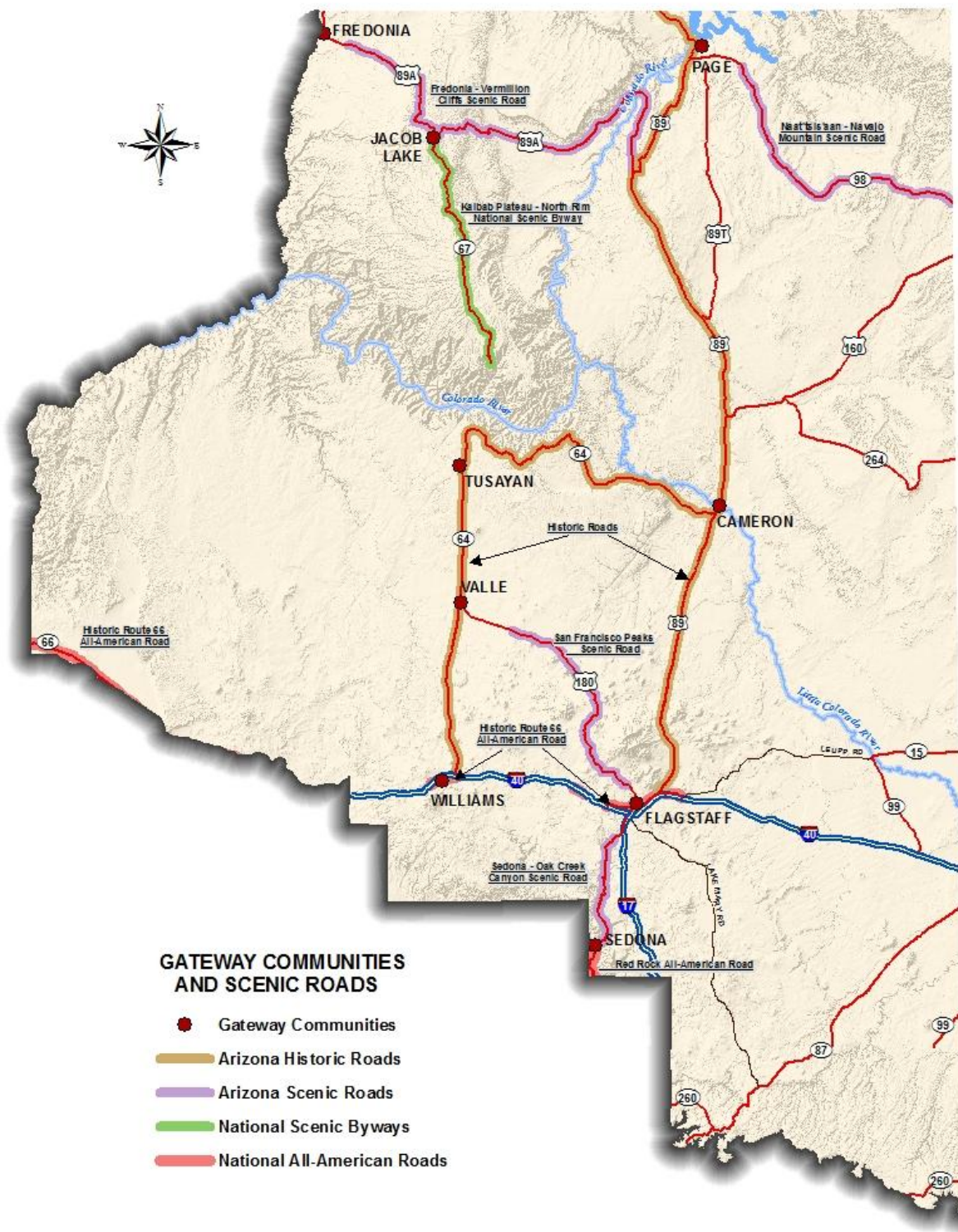
45. Major developments and subdivisions shall consider the impacts of adjacent noise generators such as highways, railways, and airports, and mitigate for those impacts where feasible.

46. In order to provide areas of natural quiet for all residents and visitors, the County supports efforts of local communities and the Federal Aviation Administration (FAA) to establish flight restrictions and no-flight zones over national parks, monuments and wilderness areas.

47. The County shall explore the benefits of developing a Noise Ordinance related to noise and its impacts.







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Insert Heritage Area Map

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